

VZCZCXRO7641
OO RUEHGI RUEHMA RUEHROV RUEHTRO
DE RUCNDT #0587/01 1631446
ZNR UUUUU ZZH
O 121446Z JUN 09
FM USMISSION USUN NEW YORK
TO RUEHC/SECSTATE WASHDC IMMEDIATE 6718
INFO RUCNFUR/DARFUR COLLECTIVE IMMEDIATE
RUEHGG/UN SECURITY COUNCIL COLLECTIVE IMMEDIATE
RUEHRN/USMISSION UN ROME IMMEDIATE
RUEHGV/USMISSION GENEVA IMMEDIATE 3769
RUEHBS/USEU BRUSSELS IMMEDIATE

UNCLAS SECTION 01 OF 02 USUN NEW YORK 000587

SIPDIS

DEPT FOR IO/RHS AND PRM
USAID FOR DCHA
BRUSSELS FOR USAID PBROWN
ROME FOR USUN HSPANOS
GENEVA FOR NKYLOH

E.O. 12958: N/A

TAGS: [AF](#) [EAID](#) [PGOV](#) [PHUM](#) [PREF](#) [PREL](#) [SU](#)

SUBJECT: UNDERSECRETARY-GENERAL HOLMES BRIEFS UNSC ON SUDAN

USUN NEW Y 00000587 001.2 OF 002

¶1. (SBU) Summary: In his June 11 briefing to the Security Council, Undersecretary-General for Humanitarian Affairs and Emergency Response Coordinator John Holmes reiterated his assessment that the decision of the Government of Sudan (GoS) to expel 13 aid agencies and close 3 national non-governmental organizations (NGOs) on March 4 put hundreds of thousands of people at risk. However, he acknowledged that positive steps taken by the GoS along with UN agencies and NGOs had narrowed assistance gaps and prevented a worsening of the humanitarian situation for the moment. Holmes cited the expansion of the High Level Committee (HLC), reaffirmation of the 2007 Joint Communiqué and the decision to allow some expelled NGOs to return under affiliates as signs of positive progress. He cautioned that consistent and sustained implementation of the GoS' commitments will be necessary in order to prevent a deterioration in the humanitarian situation. Council members noted the improved cooperation between the GoS and UN on humanitarian matters, but some countries including the United States, United Kingdom and Japan stated that the GoS' improved engagement must be followed by concrete actions on the ground to fill remaining gaps. Russia and China noted the importance of progress on the political front to solve Sudan's humanitarian problems. Libya remarked that Article 16 should be invoked in support of the peace process. End summary

Holmes Briefs on His Visit to Sudan

¶2. (SBU) Holmes began his June 11 briefing to the Security Council by stating that he visited Sudan from May 6 - 10 in order to review the humanitarian situation in the areas most affected by the GoS decision on March 4 to close 3 national NGOs and expel 13 international aid agencies. He continued to describe the expulsions as wrong and unjustified and added that they increased risks to hundreds of thousands of people. Holmes remarked that efforts to create constructive dialogue, especially those led by Special Envoy Gration, had led to positive developments.

¶3. (SBU) Holmes told the Council that the humanitarian community had worked with the GoS to fill the most critical gaps created by the expulsions. He noted that there have been improvements in the delivery of services, thereby avoiding a catastrophe. He qualified this statement by noting that the current delivery of humanitarian assistance to vulnerable populations does not meet international standards and is not sustainable, and thus much work remains

to be done.

14. (SBU) Holmes credited the GoS with cooperating with the UN and other aid agencies to rebuild the badly damaged humanitarian architecture in Sudan. He cited the GoS reaffirmation of the 2007 Joint Communiqué on the facilitation of humanitarian assistance in Darfur and a number of ministerial decrees relating to technical agreements, travel permits and multiple entry visas as evidence of improved relations with the GoS on humanitarian matters. He noted the GoS decision to allow some of the expelled NGOs to return under new names and logos is a positive step. Holmes also welcomed the expansion of the High Level Committee to oversee the implementation of the Joint Communiqué and a reduction in hostile media reporting on international aid agencies. However, Holmes stressed that the value of these positive measures would be weighed against improvements on the ground including better security for aid agencies and higher quality humanitarian services.

15. (SBU) Holmes cautioned the Council that GoS decision to expel aid agencies greatly reduced the capacity to deliver essential humanitarian services to hundreds of thousands of individuals and that this capacity has yet to be fully replaced. He noted enhanced concerns for vulnerable populations due to the upcoming rainy season and "hunger gap". Holmes stated that the following remains to be achieved in order to address humanitarian needs: a) a return of humanitarian capacity, b) full freedom of movement to northern Sudan, c) further loosening of bureaucratic impediments, and d) considerable improvement in the security environment.

16. (SBU) Holmes related his concerns over lost NGO capacity in the Three Protocol Areas and eastern Sudan where they play

USUN NEW Y 00000587 002.2 OF 002

a large role in humanitarian, recovery and development assistance. He also expressed dismay over tribal violence in Southern Sudan that had displaced tens of thousands of persons. He urged the Government of Southern Sudan to take measures to protect civilians. Holmes also mentioned the renewed presence of the Lords Resistance Army (LRA) south of Juba and expressed hope that Joseph Kony would sign the peace agreement that he abandoned last summer.

The Council Responds

17. (SBU) Ambassador DiCarlo said that efforts over the past three months have prevented an immediate crisis, but that the GoS must translate its recent commitments to action on the ground. She noted that the US remains troubled by gaps in assistance to the Three Areas and the negative impact that this will have on the implementation of the Comprehensive Peace Agreement. She remarked that a deterioration in the security situation in Darfur, including two recent kidnapping events, has led to a reduction in humanitarian presence and service delivery in remote locations. Amb. DiCarlo stated that the GoS remains responsible for improvements in the security environment that will lead to improved humanitarian access to populations in need.

18. (SBU) The United Kingdom, France, Austria, Japan, Costa Rica and Mexico expressed continuing concern over the GoS decision to expel NGOs while noting improved cooperation between the GoS and aid agencies since March 4. There was general agreement among these countries that the initial improvements must be sustained and include concrete advances at the field level in order to overcome the gaps created by the NGO expulsions.

19. Russia and China focused on the need to energize the peace process in order to solve Sudan's humanitarian problems. Russia called on the Government of Southern Sudan to take responsibility for the protection of civilians in its

territory. China noted a link between the ICC's arrest warrant for President Bashir of Sudan and the negative impact on humanitarian assistance caused by the GoS expulsion of the NGOs. China stated that the GoS' calm and restrained attitude after the ICC arrest warrant accounted for recent positive developments in restoring humanitarian assistance. Libya emphasized that the Security Council should view Darfur in a wider context and mentioned that Article 16 should be invoked in order to support the peace process in Sudan.

RICE